DOCUMENT RESUME

ED 209 757 EA 014 215

AUTHOR	Gilbert, Michael B., Ed.
TITLE	Education for the 80's. Monograph No. 5.
INSTITUTION	University of the Pacific, Stockton, Calif. Bureau of Educational Research and Field Services.
PUB DATE	Oct 81
NOTE	94p.
AVAILABLE FROM	Director, Bureau of Educational Research and Field Services, University of the Pacific, Stockton, CA 95211 ($4.00 prepaid).
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	Accountability; Disabilities; Educational Change; Educational Needs; Elementary Secondary Education; Individual Needs; Mainstreaming; *School Role; State Legislation; Teacher Certification; Teacher Education; *Teacher Role; Values Education
IDENTIFIERS	Georgia

ABSTRACT

Five papers collected in this monograph provide information and suggestions regarding the potential role of educators in contemporary society. The first article suggests that, in many families, economic conditions requiring the employment of both parents will place greater responsibility for the development of children's moral and ethical standards on educators. The growing emphasis on educational accountability is discussed in the second article which focuses on the steps taken by the State of Georgia to improve student performance via the Georgia Educational Accountability Act. The next paper stresses the role of education in allocating opportunities, status, and rewards to citizens and the importance of adequate teacher training programs in the preparation of educators capable of meeting the demands of modern society. The fourth article explains the need to overcome the self-oriented attitudes of our students by encouraging both self-sufficiency and the desire to serve society at large by sharing energy and talents. Finally, an article on special education points out the need to change deeply entrenched practices by encouraging a better understanding of the behaviors and needs of special education students. (JEH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED209757

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

M B Gilbert

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

EDUCATION FOR THE 80's

Monograph No. 5

Bureau of Educational Research
and Field Services
University of the Pacific

Michael B. Gilbert

Editor

October, 1981

EA 014 215

Additional copies of this monograph may be obtained for $4.00 prepaid from:

Director
Bureau of Educational Research
and Field Services
University of the Pacific
Stockton, California 95211

DEDICATION

This monograph, **Education for the 80's**, is dedicated to Professor **Carl D. Lang**, who served the University of the Pacific for 25 years until his retirement this past year. Dr. Lang's career in education began in Iowa as a teacher and coach at Westfield High School in 1935 through his most recent assignment in the Department of Curriculum and Instruction.

Dr. Lang's professional preparation began with a Bachelor of Arts degree in social science at Westmar College (Iowa). He completed a Master of Arts degree in economics at the University of Iowa. He was awarded the Doctor of Education in school administration by the University of Colorado and subsequently took post-doctoral study at the University of Michigan in higher education and at the University of Oregon in teacher education.

Carl Lang will be remembered for his caring attitude and support of students preparing for careers in teaching. His warmth and presence will be missed. We wish him well in his retirement.

Oscar T. Jarvis, Dean
School of Education
University of the Pacific

PROLOGUE

Michael B. Gilbert

The theme for this monograph was suggested by Gerald Leischuck in his 1980 J. William Harris Lecture entitled, "A Profession for the 80's." His perspective from the venue of higher education and past president of the prestigious Phi Delta Kappa is clear and provocative. His initial thoughts are prompted by a series of pessimistic views of education as the 80's commence.

The spectre of diminishing enrollments will change as the birth rate stabilizes and begins to impact on school enrollment. However, Leischuck suggests a new consideration for education as the incidence of both parents employed outside of the home increases. Perhaps, a greater emphasis on values curricula will emerge.

All of what Leischuck outlines will impinge on the professional educator. He offers some general positive steps to uplift the profession and those in it and concludes with a challenge for those involved in education at all levels to exert leadership and work together for the common good.

Underscoring the need for quality in education and how it can be achieved is the paper by Charles McDaniel

---

Michael B. Gilbert is Director of the Bureau of Educational Research and Field Services at the University of Pacific in Stockton, California.

and H. Titus Singletary, Jr., two people at the top of Georgia's state educational organization. Their piece recounts the practical and successful approach of one state to implement an accountable program of education.

The participants in the whole plan suggest various component levels: Student, Staff, Curriculum, Facilities, Instructional Resources, and Management. The most critical of these appears to be the emphasis on certifying staff who can demonstrate appropriate competencies. With well-trained, competent staff, the outcomes of education will be salutary for the individual being educated and for the society of which he/she is a part.

Following on the theme of staff development and training is Robert Howsam's "Chalk Dust Dreams." He views the 80's as presenting a mandate for an upgraded profession. Schooling will demand proficient and knowledgeable professionals, willing and able to meet the challenges of educating individuals for future societies. While a talent to teach may be the starting point for an individual entering professional education preparation, the "making" of the teacher is the important obverse of the training coin.

Howsam suggests a collaborative relationship of the profession with the schools to create a supportive and productive environment for teaching. From that relationship will come appropriate priorities and a positive attitude by the public of what the schools can and will

accomplish. He is careful to caution that the time for change is now, too much further delay may damage irreparably the structure of education as we know it.

Tod Anton posits that emphasis in education is shifting to the learning process from "the art and science of teaching." Further, he says, the shift is evolving to the area of student outcomes.

As a practical measure of what the schooling process can accomplish, he uses the example of the service component, part of the curriculum of the school district of which he is superintendent. Some of what undergirds this concept is the idea of teaching individuals to be self-sufficient, while providing a needed service to community agencies.

The idea is one which stems from encouraging students to share their time and/or talents with those who can benefit directly. The thesis is that one's self-concept will flourish from unselfish acts and that learning opportunities not available in the traditional classroom will present themselves. All grade and ability levels can gain from involvement in a service component.

Without a stated purpose of moving toward establishing values, the service component will allow students to clarify in their own minds the benefits to be derived from serving others. A movement away from "me-centered" orientation toward being active and productive members of one's community is the eventual

outcome to be derived from this learning opportunity.

Finally, the issue of special education is pursued by Hugh McBride. As most involved in education over the past several years have known, the emphasis on appropriate learning experiences for all in the "least restrictive environment" has drawn considerable attention at both national and international levels.

The passage of Public Law 94-142 has mandated specific guidelines for allowing special children and young adults to be educated in non-segregated situations. Further, definite plans must be written for each youngster with physical or intellectual exceptionalities.

McBride traces some of the history behind special education. The prior posture of custodial or isolated treatment is no longer tenable. Wherever possible, youngsters are to be placed in the educational "mainstream." It is felt that a "normal" environment is better for maximizing a youngster's learning potential rather than treating him/her in a cloistered situation.

The problem, McBride suggests, is one of resistance to change, whether caused by traditional beliefs, ignorance, laziness, or any other excuse for maintaining the status quo. Part of the solution is through an understanding of the behaviors and needs of the youngsters to be taught. McBride closes his paper with several categories of recommendations designed to allow education for special children to move forward with few or no impediments.

TABLE OF CONTENTS

	Page
DEDICATION	i
PROLOGUE Michael B. Gilbert.	ii
A PROFESSION FOR THE 1980'S Gerald S. Leischuck	2
ACCOUNTABILITY IN EDUCATION - GEORGIA'S APPROACH Charles McDaniel H. Titus Singletary, Jr.	18
CHALK DUST DREAMS Robert B. Howsam.	36
WANTED: A SERVICE COMPONENT IN PUBLIC EDUCATION Tod Anton	60
OLD IDEAS, CRISIS, AND CHANGE IN SPECIAL EDUCATION Hugh J. McBride	70

A PROFESSION FOR THE 1980's

Gerald S. Leischuck

There is in this country a great pastime, almost a preoccupation, which can be characterized as crystal ball gazing. We Americans seize every excuse for conjuring up and reporting on possible futures. The initial weeks of the 1980's brought forth more than the usual spate of forecasts of the new decade.

So it is with me today. I come not as a prophet with unusual wisdom or insight into what lies ahead for the education profession. Nor is my message a collection of ideas to which I lay claim. Rather, I bring together thoughts offered by others who have either greater wisdom, keener insight, a clearer crystal ball, time to contemplate such matters, or perhaps little concern about the accuracy of their prophesies. My role is to synthesize and reflect on these ideas, and to speculate on their meaning.

Public schools and the education profession entered this decade in substantial turmoil. The crises which troubled us in the 1970's, sadly, persists on into the 1980's. The Reverend Jesse Jackson described the situation thusly, "The schools are in serious trouble and when the institution which is responsible for preparing the next generation for adulthood is in trouble, the whole

---

Gerald S. Leischuck is Director of the Office of Institutional Analysis at Auburn University. "A Profession for the 80's" was the 17th Annual J. William Harris lecture delivered at the University of the Pacific on May 3, 1980.

country is in trouble."[1] John Goodlad viewed it this way,

> There is little doubt in my mind that the common school is in substantial trouble. One of the surest signs of an institution being in trouble is when there is little informed discussion about it. In few areas of public concern have we allowed opinion to substitute for hard knowledge so consistently.[2]

Finally, Fred Hechinger:

> Public education in the United States is in mortal danger. Violent economic, social, and even pedagogical tremors have shaken its foundations, and no signs of a determined rescue operation have appeared. Not within recent memory have the public schools had so few friends or so many detractors.[3]

Rather than reporting on how well educational institutions are performing, providing information about the successes of public education, the news is heavily negative emphasizing the bleak nature of the enterprise with woeful forcasts of its future. Each of us, with little effort, is capable of offering up a list of problems, real or imaginary, which contribute to the aura of pessimism. My list would include the following:

> 1. Diminishing of public confidence in schools. Evidence is so abundant as to require little elaboration. It is all but impossible to avoid hearing about educational deficiencies -- the media are jammed with uncomplimentary reports about schools and teachers. Consider Gallup's annual poll of attitudes toward education -- the percentage giving schools an "A" or "B" rating dropped from 48 percent to 34 percent in five years.

---

[1]Jesse L. Jackson, Address to the 36th Biennial Council of Phi Delta Kappa, Kiamesha Lake, New York, October 21, 1977

[2]John L. Goodlad, What Schools Are For? Phi Delta Kappa Educational Foundation, 1979. p. 124.

[3]Fred M. Hechinger, "Schoolyard Blues: The Decline of Public Education," Saturday Review, January 20, 1979, p.20.

2. Declining enrollments. Oddly, there appears to be a direct relationship between the loss of enrollment and loss of support for schools. Declining enrollments produce conclusions that quality is impaired, and confidence deteriorates further.

3. Quality questioned. We may have oversold our ability to produce results, with disillusionment ensuing. Like wildfire, there are sweeping the nation efforts -- not entirely accurate -- demoralizing in most respects, to undermine the education enterprise by questioning quality: back-to-basics movements, competency testing for students and teachers, highlighting of declining national test scores, voucher plans encouraging alternatives to the public schools.

4. Funding crises. Californians perhaps are more familiar with the problem than are most. To some degree, all states have the same problem, but they seem to have received their impetus here. On what basis is the view perpetuated that funds for schools are somehow wasted, that we have too many "overeducated" citizens, and that the solution is providing fewer dollars? One of the primary reasons given for current economic problems is reduced productivity due to low levels of investment. Isn't it ironic that many areas are opting at the same time for reducing the investment in human capital?

5. A demoralized profession. Battered by its detractors, the profession is adrift in a sea of hostility, unsure of itself and providing little leadership. Several have alluded to schools staffed by demoralized teachers and administrators who no longer are sure of their mission and function. Joseph W. Gauld writes, "Over the last 30 years, their level of professionalism -- never high to begin with -- has practically been reduced to the level of a file clerk."[4] Goodlad, agreeing, states, "...the public does not regard teachers as professionals and, too often, the teacher's self concept is not as a professional, either."[5] It is not surprising that we may have lost our conviction in the worth of our labor.

---

[4]Joseph W. Gauld as cited in Goodlad, p. 110.

[5]Goodlad, p. 110.

This is the general educational milieu which accompanied us into the new decade. From such an environment the profession of the 1980's must rise.

It is neither my purpose to disparage our chosen profession nor to propagate a picture of gloom for its future. Rather, mine is the task of suggesting a future which has hope of restoring education and the profession to a position of respect commensurate with its importance in a democratic society.

Current conditions do possess elements of hope. Crises have been defined as "stressful opportunities." Let us hope that they are not, in the words of Pogo, "insurmountable opportunities."

Turn now to projections for this decade. Sociologists tell us that the population will begin to grow noticeably faster in the next year or two, due largely to movement of the baby boom females into child-bearing age. In a few years, it is projected the plunge in school enrollments will begin to abate, with rising enrollments anticipated again by the end of the decade. Vance Packard suggests,

> By the mid-80's, elementary school enrollments finally will start rising again. And by the end of the decade, people who were laid off from upper grade school teaching jobs in 1980-82 will be getting appeals to update their skills and come back into teaching.[6]

Not only will the school population change in size, but in composition as well. We are told that during the decade,

---

[6]Vance Packard, "Are We Seeing Graying of America?" The Birmingham News, December 5, 1979, p. 15a.

Hispanics will supplant blacks as the nation's largest minority, with bilingualism replacing busing as the major school controversy.

Family relationships will continue to undergo dramatic change. Considered by many to be the basic unit of civilization, the traditional family is severely tested. For the past 15 or so years, there has been in progress a subtle revolution which is eroding the legitimacy of the traditional family. Since households with both parents employed full-time outside the home are increasingly common (estimated to be in excess of 50 percent and rising) and one-parent homes almost the norm (one-half of all children in schools reside in one-parent homes), additional pressures will be exerted on educational agencies to serve as proxy parents. The disintegrating family carries with it a bundle of attendant problems -- juvenile crime and delinquency of all kinds (often directed at teachers and schools), drugs, teenage pregnancy, vilification of authority, general alienation, and an alarming number of suicides. Is this because there is no one attending to their value formation and social consciousness?

Value formation and moral development is rapidly emerging as a curricular requirement (either separately or integrated with other subject, as is citizenship education), evidence that a large segment of the population is concerned about its young's moral development?[7] They are saying,

---

[7]See, for example, Edward B. Fiske, in "Teaching of 'Values' Making Inroads in Schools," Montgomery (Ala.) Advertiser, March 6, 1980, p. 30.

"Our children are growing up without roots, stability, and the permanent value system needed to make them productive members of a complex and puzzling society. The family is failing in its educational function; therefore, the schools shall have to do it." Then, the next legislative session produces new requirements to be added to the curriculum. Unfortunately, such action raises other problems. Goodlad describes them as follows: Without schools, our culture would perform best those functions of the school's traditional role; conversely, schools currently perform least well educational functions that the rest of society also attends to poorly.[8]

The curriculum will be different in other ways. The standard of living is entering a period of continued decline and there is certain to be pressure upon the schools to serve as the agent preparing the young for more basic life styles in a future of shortages and lowered expectations. Schools will be expected to develop this conserving ethic. Too, economics will diminish the current variety of curricular options.

Organized programs to assure global awareness are finding their way into the curriculum. Why not? The cost of living in Stockton may be determined more by what happens in Saudi Arabia than in Sacramento. One wonders what such programs will replace. It is hard to get excited about prescribing study of world geography, however, when most high school students are unaware of the location of

---

[8]Goodlad, p. 107.

Austin. It is tough to expect study of a foreign language when 15 percent of high school graduates are unable to speak or write English effectively.

The decade likewise will bring vast organizational changes. We'll continue to see various alternatives offered, increased work-study and vocational options, smaller classes for some instruction, increased reliance on educational technology, different teaching styles, flexible calendars, and smaller physical plants. Schools will become more responsive to individual needs and nearer the community served.

Educational standards, in reaction to demand for accountability, will continue to be legislated. Competency testing for students may relax, but not so for teachers. Legislative involvement in teacher preparation and certification programs will accelerate, producing mandates on test score levels for entrance into teacher education programs, limits of the number of students admissible, courses to be completed, and finally tests to be passed to win state certification. All of this will have an increasingly negative impact on morale.

Finally, the decade will bring even greater professional stress. Claiming existence of "combat neurosis," some local teacher groups are negotiating into their contracts "stress disability" insurance provision.[9] Pressures will mount with inceasing and conflicting

---

[9]See, for example, Arthur J. Snider, "Battered Teachers Suffer 'Battlefield' Stress," The Birmingham News, November 1, 1978, p. 57.

expectations of the schools and society, demands for greater accountability, and rapidly changing professional and social conditions. To endure in the profession will require strong personal qualities.

Now I offer some suggestions which have the possibility of uplifting our profession and saving public education from complete collapse.

Spread the gospel. Education is getting lots of attention, admittedly, most of it negative and without fact, but attention nonetheless. Professional groups must organize efforts to alter the nature of such notoriety. Rather than staying constantly on the defensive, educational associations, individually and in concert, must support a continuing offensive which focuses on the good things happening in education. Hechinger's words ring true:

> The American public must be made aware of the link between public schools and political democracy. The place of public education in American history is one of our best kept secrets.[10]

An example of the type activity I suggest is the Phi Delta Kappa Diamond Jubilee Program. During 1981, this organization celebrates its 75th anniversary with several outstanding programs. Throughout this year and the next, a series of activities will be sponsored which emphasize the successes of education. Similarly, in Alabama, the NEA affiliate is devoting its effort this year to one major program -- telling the good things about the profession -- while the American Federation of Teachers has prepared

---

[10]Hechinger, p. 22.

a series of advertisements for national publications focusing on the importance of education in a democracy.

Donald Thomas, Superintendent of Schools in Salt Lake City, may say it best:

> The time has come for all of us who are associated with schools to defend their purposes, their integrity, and their massive contributions to a noble experiment -- an accomplishment equaled by no other nation on the face of the earth. It's time that teachers, administrators, board members, and college professors speak forcefully against those who unjustly weaken our schools, who criticize without validity and reason, who are unreasonable in their expectations of what schools can and cannot do, and who sap our strength by making us defensive every time we attend a conference or read a newspaper.[11]

Reorder priorities. Highways and welfare programs, police and fire departments are important social services, but they cannot be permitted to supplant education as a national priority. For more than two centuries, the foundation of American democracy has been a public education system dedicated to educating all citizens to the fullness of their capacity. That commitment is withering, and the time has come to stem the tide. Appraisal of the pressing problems of this nation reveals that there is need for more -- not less -- emphasis upon educational programs, expanding rather than restricting opportunities.

Evidence prevails that the schools have been successful with the more able student -- those in the "top half." Harold Hodgkinson sees the 1980's as the time to

---

[11] M. Donald Thomas, "Defend the Tower," unpublished report, January 23, 1979.

emphasize the "bottom half," those who become dropouts, bring down scores on national assessment programs, lack motivation, and are seen as the schools' failures. Declining enrollments provide the opportunity to devote greater attention to those who need it most.[12]

Declining enrollments, in fact, make it imperative that the proportion of our young who excel at all educational levels be increased. In the words of Nielsen and Polishook,

> No nation can be strong without making use of every individual talent available within its diverse population. The very reason this nation has dominated the modern age is because we have emphasized education of all citizens and opened access to the academy, for those capable of profiting from higher education. Should we turn our back on this achievement? The urgency to move forward in education is essential if we are to remain a free nation and maintain the capacity to adapt to the responsibilities of political and scientific modernity.[13]

The needs are extensive. Transportation problems are immense and worsening; the economy appears to be disintegrating at a dizzying pace; natural resources depletion goes unabated and food supplies are dwindling; malnutrition and disease plague us; pollution of the environment continues; and on and on. How is it possible for some to suggest that ours is a society which is "overeducated," while thousands of kids are dropping out before graduation?

---

[12]Harold Hodgkinson, "What's Right with Education," Phil Delta Kappan, November, 1979, p. 162.

[13]Robert M. Nielsen and Irwin H. Polishook, "Education for Today's Democracy," The Chronicle of Higher Education, February 10, 1980, p. 9.

A democracy has as its keystone the universal development of its people. No nation has ever indebted itself to any agency as has the United States to its schools. Cynthia Parsons, Education Editor of the Christian Science Monitor, called on former Secretary Hufstedler to remind the American people of this fact:

> We need to hear again, and from the highest levels of government, just why a democracy and free public schools are mutally reinforcing concepts. We need to know why it is that every adult's earnings should be taxed in part to support free public schooling for children of every race, color, and creed...[14]

Focus on quality. The education profession has to make excellence its byword. Widespread and lasting public support for educational efforts will not be forthcoming until the professionals change the image it projects. So long as it is viewed that professional groups are more interested in salary scales and benefit plans than child welfare and learning outcomes, the image will not change. So long as professional groups are thought to devote more energy to contract negotiations then improved performance, required public support will be lacking.

A priority within the profession has to be visible, uplifting of the quality of our effort. Quality is improving, but the motivation appears to be more from outside than within the profession. Each must set high personal goals and strive to achieve them. Similarly, we have the responsibility to expect nothing less than total

---

[14]Cynthia Parsons, "Attention: Secretary Hufstedler," Phi Delta Kappan, March, 1980, p. 448.

professional commitment from all around us. In short, we must expect higher levels of performance from ourselves, other teachers and administrators, parents, the classified staffs and the students -- everyone associated with the schools.

Ecourage a unified profession. Confrontation rather than cooperation characterizes the profession. We are badly divided; such segment perceives only a part of the whole and seemingly lacks sensitivity, awareness of, and commitment to the cooperative effort required for significant improvement.[15] Without professional leadership, without respect and influence, educational decisions increasingly are made, panacea by panacea, on politically expedient bases by legislators with limited perspective of the long term needs and implications of what schools truly are. The time has come for all educational organizations to work together -- AFT, NEA, National Congress on P.T.A.'s, National School Boards Association, AASA, National Association of Elementary School Principals, NASSP, ad infinitum.

To regain public support, teachers, principals, superintendents, and teacher educators together will have to demonstrate that an indispensible service is performed. We must assure ourselves and those around us that we are capable of being good teachers, producing quality teachers, policing our ranks, and producing quality graduates from the schools. We will change the stereotyped image when we

---

[15]See Goodlad, p. 70, and Academy Notes, National Academy of Education, Winter, 1980.

exhibit genuine interest in every child and can show without a doubt that our efforts are producing results.

Reconsider militancy. We come now to what surely are my most controversial comments. Educators must re-think the wisdom of utilizing labor tactics to accomplish their goals. Frankly, I am fearful that no occupational group will ever be perceived as a profession so long as job actions are even thinkable to its members. Surely, the strike must be viewed, at best, as an important weapon to gain short-term goals; however, the long-run effects of such activities cannot enhance our cause nor bring the desired professional image. Education will never be viewed as a profession while negotiators barter away services in exchange for reduced hours of personal gain. The time has come for a professional renaissance.

Encourage teacher-parent-community alliances. Education of the young must be a joint venture of parents and teachers, of homes and schools. The average student spends less than 15 percent of waking time under direct influence of schools during the first 17 years of life. Alone, we have precious little opportunity to effect any real change. There are many who would share in this important enterprise, but educators must take the initiative. In Goodlad's view,

> Large numbers of parents and students are ready to join us, I believe, in making our schools, one by one, better places to live and work...Our schools must be reconstructed, one by one, by citizens and educators working together.[16]

---

[16]Goodlad, p. 71.

Bill Poston, Phi Delta Kappa's President, agrees:

> Public confidence is the lubrication which keeps the wheels of education turning. If we've learned anything from the polls, we've learned that people develop positive attitudes when they are close to schools. Each of us should make every attempt possible to get people closer to our schools. Open the doors, share the word, evangelize, and close the distance. Once people are closer to our schools, they will be able to see for themselves how good they really are. Any institution can be better, but schools cannot be better without the proper support of the society which they serve.[17]

Schools are enormously complex organisms, and there is plenty of opportunity for people to become involved.

Recognize limitations. Admit that schools will not solve all of society's ills. Perhaps the greatest injustice of all is that it has fallen upon the schools to become, according to Elaine Yaffe, "society's bandaid."[18] They are asked to provide equality of opportunity, improve race relations, eradicate hunger, and serve as substitute parents, while at the same time teach the basics, develop good health habits, accomplish mainstreaming and motivate, instill appropriate morals and values, prepare students for careers, and develop problem solving and creative skills. Pat Graham, former N.I.E. Director, says it best:

> In the 20th century, we are calling upon the schools to provide a cure for every social and economic problem faced by our society, and the schools are accepting each new challenge without

---

[17]William K. Poston, "Diamond Jubilee Bulletin," Number 1, December, 1979.

[18]Elaine Yaffe, "Public Education: Society's Band-Aid," Phi Delta Kappan, March, 1980, p. 452.

questioning whether it is their legitimate function.[19]

Too many people have expected too much from the schools while providing them with too few resources to do the job adequately.

The profession should be heard; schools cannot be all things to all people. We have to stake out that which schools can do well and share with other agencies those services which we cannot accomplish without dissipating our energy, detracting from our primary mission, consuming our resources, and engendering ill will. Schools must either retrench to perform the traditional services or have funding enchanced greatly.

Into the 80's. To survive as a democracy and to secure for future generations the opportunity for a full and meaningful life, this nation must sustain a strong system of public schools. Quality education programs require good teachers and competent educational leaders. The public must be brought closer to the schools, and the successes of education have to be told and retold: This is a big job requiring unrelenting cooperation from all who have a stake in the enterprise.

The decade of the 1980's does provide an overwhelming challenge and a great opportunity for those who have chosen education as a career. The problems are complex, but we possess the ability to turn things around, to provide an indispensible service, and to contribute to the strength of this nation.

---

[19]Patricia Graham, as cited in Yaffe, p. 452.

Education in America will be improved when the individual schools are improved -- not by sweeping reform, court orders, legislative mandate, or local board ultimatium, but by teachers and parents, students and principals working together to improve them. The profession will be enhanced -- not by competency tests and job actions and "blame-passing," but on an individual basis, person by person, teacher by teacher, making that commitment to excellence.

I believe the future for education is bright, if only we will accept the position of leadership. No matter at what level, no matter how large or small our individual role, educators must exhibit the conviction and the courage to regroup a splintered profession. If we pursue our goals with dedication, we surely can develop a profession for the 80's.

ACCOUNTABILITY IN EDUCATION - GEORGIA'S APPROACH

Charles McDaniel
H. Titus Singletary, Jr.

In the late 1960's, a new phrase swept up educators -- educational accountability. If a social historian were investigating the reasons for the emergence of that phenomenon, it is likely that the single most precipitating reason was the pressure being applied to state legislatures to appropriate more and more funds for more and more human service programs. The new sensitivity of the American people demanded more and better health care, more and better housing, more and better recreation, more and better transportation -- simply more and better things in life. Such services cost money. Legislators were faced with tough decisions. To a degree, the normal growth in the economy provided additional funds, but, in the final analysis, if more services were to be provided, more revenue had to be collected. Exacting new taxes is a very unpopular act politically. Therefore, many astute legislators began to seek alternatives to new taxes. The logical question arose: Are we getting a fair return in services for the funds appropriated? The answers to this question set in motion a shock wave of activity that has not subsided to this day -- accountability.

Charles McDaniel is State Superintendent of Schools and H. Titus Singletary, Jr. is Associate State Superintendent of Schools, Georgia Department of Education, Atlanta.

The largest item in most state budgets is for the support of educational programs. As a consequence, educational programs became one of the items most closely scrutinized by legislators to determine if there were any "fat," or, in more delicate language, any economies which could be effected.

The first efforts at educational accountability focused on (a) performance contracting and (b) large-scale assessment. The United States Office of Education-supported effort of performance contracting in Texarkana, Texas, which guaranteed specific learner outcomes within a specific time frame, popularized both a new curriculum strategy and a budgeting technique -- performance objectives and cost effectiveness ratios. Further, the emphasis was on the individual learner in his own individual school setting.

Several states, including Florida and Michigan, responded to the demand for accountability by mandating, statutorily, a statewide program of assessment. The heart of these plans provides for large-scale assessment of student achievement, using sampling techniques which yield performance data from which evaluative inferences can be drawn.

Georgia's response to the call for accountability was different. Hearing the cry for improved student performance, the Department of Education designed its plan around ways to impact the student's learning environment. An assessment of educational needs was to be derived from the summation of individual student data. The Georgia

General Assembly, instead of mandating assessment of each student in the State, showed its confidence in the State's education leaders by leaving them flexibility to develop a plan of accountability.

In 1972, a bill, captioned "The Georgia Educational Accountability and Improvement Act," was introduced by the Chairman of the House Education Committee. The specific purpose of the Act was

> to require the State Board of Education and local school systems to become accountable for the results of public education in relationship to the public fund expended therefor and to establish objectives and procedures for the systematic improvement of public education.

The bill defined educational accountability as:

> the responsibility to the general public for determining and reporting the educational results produced by the various educational agencies.

Among the kinds of requirements included was the development of plans for education at both the state and local levels of administration. In that regard, the bill suggested that plans should be based on a "knowledge of existing conditions." Further, it was suggested that there should be some statewide effort at testing new ideas for ways to improve the educational enterprise before they were implemented. Finally, there was considerable emphasis on student achievment, teacher performance, and fiscal accountability.

Ironically, neither the above-mentioned bill nor any bill introduced subsequently has been passed; however, the hearings have provided a public forum for educators and legislators to communicate about significant educational

issues. Educators, the recipients of the largest bite of state tax dollars, have realized that, as there are increasing demands for state services, instead of collecting more and more taxes, they must find more efficient uses of the tax dollars available to them. Educational leaders had to assure the public, through its elected representatives, that it was realizing a fair return on its investment -- a dollar's worth of education for a dollar spent.

The mandate was clear: Become accountable. But how? In formulating a response to this question, it appeared wise to identify the key individual and group decision makers, clarify the roles and views of each, and place responsibility for action appropriately. As the chief spokesman for education, the State Superintendent of Schools was the central figure in orchestrating the development of a plan of educational accountability.

The philosophical premise on which Georgia's plan is based is that education is a state responsibility but a local function. The Constitution provides four groups and/or individuals responsible for education -- the State Board of Education, the State Superintendent of Schools, local boards of education, and system superintendents of schools. The first step in the development of a Plan for Education in Georgia was to clarify the unique, yet interlocking, roles of each of these four entities.

The results of this first step were to specify:

The State Board of Education has the responsibility for setting the basic direction for Georgia education through its philosophy of education, a statement of purposes of education, the setting of goals for students, and the definition of roles and responsibilties of the State Board of Education, State Superintendent of Schools, local boards of education, and system superintendents of schools.

The State Superintendent of Schools has the primary responsibility for setting the state's educational climate and direction by developing and recommending to the State Board of Education a comprehensive plan for education in Georgia.

There are three philosophical premises which undergird this stance:

Premise 1. The State Superintendent of Schools is responsible for defining the elements of a comprehensive educational program and for establishing standards of expected performances in each element which can be used as external criteria for evaluating programs implemented in local educational agencies. Implicit in this premise is that the State Department of Education does not operate programs.

Premise 2. The most effective unit of change for providing educational opportunity is the individual school site, composed of the major elements -- students (learners), staff, curriculum, facilities, instructional resources, and management. Valid and reliable standards of performance can be identified for each of these elements or components.

Premise 3. It is the responsibility of the State Superintendent of Schools and his staff to formulate valid and reliable standards of performance for application in each school in each school system and to establish administrative means for requiring compliance with acceptable minimal levels of performance.

The local board of education and superintendent have the primary responsibility for providing a program of education that is compatible with the standards established by the state. The philosophical premise here is that in meeting standards or, stated differently, being held

accountable, a local school district should exercise its own unique approaches in designing its administrative and instructional programs to provide programming to its students.

Georgia's approach to accountability focuses on the learner, and its actors, roles, and functions are assigned as follows:

Role	Actor	Function
Represent and reflect the views of the citizenry	STATE BOARD OF EDUCATION	Set goals Formulate policies Approve plans Evalute results
Seek advice and coordinate standards development to assure comprehensive and fair educational program and its assessment	STATE SUPERINTENDENT OF SCHOOLS (State Department of Education)	Develop structure of comprehensive educational plan Maintain set of valid and reliable standards Apply and enforce standards Provide technical assistance Recommend change based on evaluation
Administer educational program reflecting local constituents' needs and within legal framework set by state	LOCAL EDUCATIONAL AGENCY Board Superintendent	Conduct needs assessment Design programs within framework of standards Report results
Deliver education to learner	INDIVIDUAL SCHOOL	Provide programs in accordance with needs of individual
Plan and participate in educational programs	INDIVIDUAL	Responsible for his/her learning

The decision to build Georgia's Plan of Educational Accountability on the base of standards applied in the individual school setting was grounded on the belief that the best educational decisions are those which are made closest to the individual learner; that the individual school site is the unit of the educational organization where standards of quality can be applied most effectively; and that the application of a set of comprehensive standards which have been validated and for which reliability has been established will give local systems the greatest control of their program. The annual school and school system profile of performance resulting from standards would allow each to establish its <u>own</u> needs and priorities within the context of the total educational effort. The obvious question is: How are we doing?

There are two major parallel thrusts: planning and standards development. The chief objective of the <u>planning</u> effort is to develop (a) a <u>state-level</u> planning and decision-making process and (b) a <u>statewide</u> planning and decision-making process. Stated differently, our intent is to find an effective way to relate the work of all individuals, units, divisions, and offices in the Department of Education to the Goals of the State Board of Education and the priorities of the State Superintendent of Schools and to find an effective way to relate the program efforts of each of the 187 school districts to the Goals for Education in Georgia.

Under the direction of a State Department Planning Committee composed of key Department staff members and

chaired and co-chaired by the authors, and with the considerable involvement of the State Board of Education, all Department staff, and many local educators and interested citizens, the following specific objectives have been achieved:

1. The State Board of Education has adopted Goals for Education in the 80's and has adopted a plan for updating these goals periodically.

2. The State Board of Education has reaffirmed its philosophy and purposes of education as means of giving purposeful direction to the State Superintendent of Schools and his staff in planning for the decade of the 80's.

3. The 80's: A Plan for Georgia Education is a broad framework which examines the conditions of our society and focuses our attention on the future as a basis for planning the educational program

4. A new, three-year planning, budgeting, and reporting cycle has been developed which provides direction to the staff and a vechicle for the Superintendent to establish priorities of work,

The primary objective of the standards development thrust is to assure the formulation of a comprehensive set of valid and reliable external criteria in each component present at an individual school site. The existence of such standards of external measures will (1) define the essential educational expectations in Georgia; (2) provide an objective measure by which a profile of each individual school's performance can be evaluated; (3) provide the bases for program planning which are unique to that school, resulting in greater latitude for decision making at the local levels; and (4) provide the basis for establishing priorities for the funding of education statewide.

The plan of standards development which has been implemented to date and which will guide the continuous maintenance of standards is based on the formulation of standards for the major elements listed earlier: students, staff, curriculum, facilities, instructional resources, and management.

The key concepts are that (1) it is possible to develop valid and reliable standards in each of the above-mentioned categories; (2) local systems can design an appropriate program to assure that these elements are in place in the most effective relationships for that particular school system; and (3) evaluation measures can be applied to determine the quality of the educational experience at that individual school site and, summatively, at all school sites throught the state.

A unique approach (to be described in detail in the 1981 Yearbook of the National Society for the Study of Education) was devised to produce the State's first research-based validated standards. A nationwide search was conducted to identify the foremost experts in each category. Once identified, each authority produced a position paper which delineated what research findings were extant either supporting or refuting an educational practice.

Using the judiciary process as a model, these findings were submitted to the closest scrutiny. The setting included a judge (one was a Judge, State Court of Appeals, a law school dean, and a law professor), jury (12 prominent citizens, including educators), prosecutor

(a college professor expert in the area), defense attorney (also a college professor who was an authority), and the witness were the authorities who had produced or critiqued the original research papers. Those findings which received the approval of the juries became the basis for the standards recommended to the State Board of Education.

The process adopted for the ongoing validation of standards incorporates the requirement of showing either research evidence or other persuasive evidence as a basis for including such standards in further developmental validation. Once standards have been adopted, a plan of action or position statement is developed in each area: again -- students, staff, curriculum, instructional resources, facilities and management -- which guides the State Superintendent of Schools in program planning and development.

The present status of the development in each component is described below.

1. Student. A state plan for student assessment focuses on the basic skills. The assessment instruments, kindergarten through grade 10, measure the same skills which are incorporated in the cognitive development of the essential skills list which is used in developing curriculum guides. These same skills are included in student reports at grades 4, 8, and 10 on a statewide basis and serve as a basis in individual schools and systems for student advisement and staff development. The skills that are being evaluated at the 10th grade level as the basis for consideration of meeting high school graduation

requirements are the same skills that are introduced in kindergarten and evaluated at grades 1, 2, 3, 4, 6, 8, and 10. The plan for student assessment deals with only one part of the cognitive development of students. The plan is amenable to the development of assessment processes of the affective and psychomotor domains of human learning. The standards which will be applied in individual schools will provide a measure of the degree to which student assessment as a basis for individual instructional planning is being achieved.

2. Staff. Since the late 60's, attention has been given to the question of how to assure the staffing of Georgia's schools with competent teachers in adequate numbers. These efforts have been translated into three major programs:

a. An ongoing recruitment program;

b. Staff development for teachers in service, based on the assessed needs of those individuals, particularly in relationship to the achievement of basic skills; and

c. Implementation of performance-based certification, giving those teachers who enter teaching the opportunity to demonstrate that they possess minimum knowledge in their teaching field as well as on-the-job ability to teach.

Georgia's plan for performanced-based certification appears to be unique in the nation. In the late '60's, one of the authors attended an invitational conference at Northwestern University that focused on the

need for continuing the preparation of teachers into the work setting and beyond the formal college teacher preparation. The emphasis was on the establishment of the clinical professorship in which a person would hold joint appointment between a college or university and an employing school or school system and would be responsible for giving the neophyte teacher support in his or her beginning teaching experiences. From this experience emerged the idea of performance-based certification in Georgia.

In the numerous discussions which preceded the formulation of this plan, it became clear that there should be a separation of the two functions in the certification process (i.e., the college preparation program, which is designed for all students), and the licensure process, which applies to each individual applicant. The two major governing boards and their chief executives (i.e., the Board of Regents with its Chancellor and the State Board of Education with the State Superintendent of Schools), in a joint statement issued in 1972, concurred in the principle of separation of the two functions while continuing their long-time cooperation in the formulation of standards for both teacher preparation and for licensure.

The three major components of the teacher preparation program included a broad general education, an area of specialization, and professional education preparation. It seemed logical to establish external measures for the State Department of Education to use in evaluating each individual's performance in each of these

three components.

The external criterion to measure the first component of general education is the establishment of the requirement that a person be a graduate of a regionally-accredited institution of higher education, have completed an approved teacher-education program, and have maintained a minimum grade point average in both the teaching field in professional education and in all work attempted. The second criterion to measure a person's competence in his or her area of specialization was the development and administration of a knowledge test in the teaching field. The developmental work with this effort was completed and implemented with those graduates seeking certification effective September 1, 1978. Experience to this point suggests that approximately one in five applicants is not successful in demonstrating minimum knowledge competency on the first attempt. The third criterion of assessing a person's knowledge of professional education is determined by an assessment on the job during the first three years of employment. Perhaps the unique feature of performance-based certification is the state's plan for evaluating the performance of beginning teachers on the job. Instruments which are based on 14 generic competencies essential to successful teaching and a system of observations which includes the assessments of three professional data collectors on two contiguous assessments are the bases for beginning teachers earning the right to hold a continuing professional certificate in Georgia.

3. Curriculum. The curriculum reflects emphasis on the four major strands of human knowledge -- language and language development, social sciences, exact sciences, and mathematics, and includes both content and skills in these areas. The essential skills curriculum at each level and the Carnegie unit requirements for high school graduation represent the State Board of Education's emphasis on these areas of human learning in the formal school setting. Skills need to come from a basis of knowledge of content in subject areas and are the activity objectives on which the criterion-referenced tests (CRTs) are based. Skills demonstrate that such a knowledge base exists and is activated through measurable process skills.

The essential skills are presented hierarchically so that students, teachers, and parents can understand that, in most cases, prerequisite skills must be mastered before certain higher level performance skills can be attained. In recent years curricular emphasis has been given the crucial importance of the practical application of knowledge; therefore, another strand has been added to the curriculum -- career development. Career development is manifested in career education programs in the elementary and middle schools and in the measurement of contemporary life roles or competencies in the area of the learner, producer, consumer, citizen, and individual at the secondary level. The competency-based education program has developed models which systems could use in implementing the third dimension to high school graduation (i.e., demonstrated performance or "application of

knowledge"). Local systems still have the ability and responsibility to design their curriculums in unique ways. State guides in each curriculum area will be completely updated and available by late 1983.

4. Facilities. The provision of an adequate, healthful physical environment has been a primary emphasis in Georgia since the 50's. Most recently, legislation has given direction to a planned, systematic way to insure that all children, regardless of where they live, have a good, safe schoolhouse.

5. Instructional Resources. Teachers and students need many and varied kinds of instructional resources. The Georgia Board of Education has enacted a policy which requires each local system to develop its own plan for utilization of instructional materials and media. In this age, with its technology, there continue to emerge many effective techniques, processes, and materials which can be adapted to the most effective learning style of individual students. As important as print materials are and continue to be, there are numerous other techniques and approaches which, perhaps, would be more appropriate and would assure more permanent learning if they were available.

6. Management. The positions in the educational hierarchy which are most critical are those of the superintendent and principal. Georgia's view is that these should be professional positions which are filled through competitive appointment based on qualifications and not on popular election. Just as with teachers, a

developmental plan for performance-based certification of administrators and other leadership personnel is being implemented in Georgia. The phase presently being implemented is that those persons who will serve as principals and superintendents, effective September 1, 1980, must hold a certificate based on completion of an approved program at the fifth-year level which is valid for five years and is renewable only by qualifying for the sixth-year certificate. In addition, a modest but effective effort at leadership development is underway through the Georgia Academy of School Executives.

To recapitulate, a comprehensive set of valid and reliable standards will be developed in each of the six areas described above, which will serve as the basis for evaluating each system. The results may be viewed as a needs assessment on the basis of which each system will develop its educational plan. It would be mandatory that the system meet the minimum state standards, but uniformity in each system would not be dictated.

Some immediate next steps include the establishment of a formal statewide advisory committee to serve as a forum for the State Superintendent of Schools to test ideas for appropriate next steps in the accountability efforts, the establishment of more formal linkage with system superintendents in developing and implementing a statewide planning process, and making a decision on the process of enforcement of standards to assure that no person's right to an adequate educational opportunity is violated. Georgia's approach to eduational accountability

is dynamic and is focused on the individual, believing firmly that the State can fulfill its responsibility for education best by assuring the presence of certain essential components in each unique setting.

CHALK DUST DREAMS

Robert B. Howsam

In rural Texas, not far from Houston, lives a retired "school teacher." As did your speaker, she grew up in a less-than-privileged rural setting and started her teaching in a one-room rural school. Unlike your speaker, she wrote a book about her experiences.

Mrs. Cleo Schiewitz Leissner entitled her story Chalk Dust Dreams[1] -- quite a contrast with the title used by one of my early Saskatchewan contemporaries who wrote such a book, who chose Why Shoot the Teacher?[2] as his title, and had it produced later as a motion picture. The publisher's book jacket further elaborates Mrs. Leissner's efforts by terming it "Adventures of a Rural Teacher."

Perhaps Mrs. Leissner's Chalk Dust Dreams and Max Braithwaite's Why Shoot the Teacher? are two sides of the coin that was teaching in those days, the "heads" and the "tails," the dreams and the nightmares of a tough but for many a rewarding assignment. Both writers found joy in teaching. Their books would not have been either written or read if they had not. Such is the "stuff" of which teaching is made. Anything less than reality in stories

---

Robert B. Howsam is Professor of Education and former Dean of the College of Education at the University of Houston. "Chalk Dust Dreams" was delivered as the 18th Annual J. William Harris Lecture at the University of the Pacific on March 21, 1981.

[1]San Antonio: The Naylor Company, 1974.

[2]Toronto, Ontario: McClelland and Stewart, 1965.

would not ring true since the readers themselves have been there both as students and parents.

Chalk Dust Dreams on its jacket also bears the notation of "How a born teacher found ways to cope." The stories reveal a love of teaching and an intuitive sense of some at least of what it takes to be more than usually effective.

The book is in four sections. The titles of the sections together form a rhyme which the author had learned from her own favorite teacher and which she had retained as the "lodestar" of her life.

If a task is once begun,
Never leave it 'til it's done;
Be the labor great or small,
Do it well or not at all.

A modern motion picture version of the kind of teacher that people tend to call "born" can be found in To Sir, With Love. Unlike the dreamer of Chalk Dust Dreams, "Sir" has his setting in a tough neighborhood of a city in Great Britain. But the theme is the same. He succeeds against great odds by virtue of "never leaving 'til its done," "doing it well or not at all," personal qualities and deep insights into the youth culture of inner cities.

Two Elements in the System

Much chalk dust has been brushed from boards, blouses, and jackets since schools like those described by Mrs. Leissner were established on this continent in the 1600's and made available free to those who chose to avail

themselves of the privilege of being helped to learn. Also, a very large number of women and men have passed through teacher preparation programs since Horace Mann brought teacher education -- in the form of normal schools -- to America from Europe in the 1830's. In these two acts -- the establishment of common or public schools and the establishment of normal schools -- two tasks were begun. The one was to provide education, the opportunity to develop one's human potential, through the institution called the common school. The other was to maximize the effectiveness of the school by preparing people for teaching and thus making it possible for the teacher to transcend the limits of personal experience and share in a profession of teaching. Thus would the schools, the teachers, and the students reach their potential. So at least it was intended.

In the two acts, two systems were created, each one primarily devoted to one of the two tasks. The school was to deliver educational opportunity, while the teachers were to provide the services for which teacher education would prepare them. First the workplace and later the workforce had been recognized as the key elements of the educational system which the state(s) had set in place.

All of us are painfully aware that though both these jobs were "once begun" and that we have not left them, they are as yet undone. There is serious question as to whether we have done them well or well enough. For whatever complex of reasons, the public education enterprise seems to be in ever-increasing difficulty. (In

this they are not alone among institutions, which is small consolation except in the "misery loves company" sense.) As the trend continues, more and more of the thoughtful join the critics in the cry and in the search for either solutions or alternatives. In the process, both the schools and the teaching profession have come under scrutiny.

Solutions or Alternatives

In the remaining two decades of this century, the future and directions in our society may turn on the choice between solutions and alternatives. For the last quarter century, we seem to have been beset with growing problems in maintaining the effectiveness of the public school system. As the conditions in the schools have become more difficult, more and more of those who can avail themselves of alternatives in schooling for their children opt to do so. Residential flight to suburban privileged communities, the rise of Academies across the South following desegregation, and the increased resort to private education options all attest to this tendency. Going along with the search for alternatives rather than solutions is the demand for governmental assistance with or relief from the burdensome costs of alternative education for families. Tax relief and tuition vouchers represent the indirect and the direct approaches to support for those who are using alternatives or wish to do so. Both proposals once again are surfacing, growing in support, and occupying the social agenda of our times. The recent election rhetoric and result indicate the trend, and the President has made public reference to it since taking office.

To counter the trend, some large school systems have sought to introduce alternatives within the public schools. Magnet and alternative schools are being developed with seeming at least limited success. Additionally, almost universally, schools are concentrating on the basics in the hope of reversing the downward slide on scores of general literacy, school skills, and other indicators of quality. Though there are indications of success in some areas, it is difficult to be sanguine about any short-term gains large enough to return the disaffected to the public school fold. If the schools had merely let down in their efforts, a renewal with cosmetic alterations might be enough.

Such is not the case however. Schools have been refashioned in fundamental ways. Whereas they once served homogeneous populations in village or community settings, they now have been refashioned to serve cross sections of communities. Where they once had exclusionary options for those who did not fit readily into schools and their capacities, they now are required to accept and adapt to all or almost all populations. Public Law 94-142 and Bilingual Education are but the more dramatic of these new demands on schools. Solutions are not likely to come quickly, particularly since the increased demands have not been accompanied by re-education and re-tooling resources.

One is, therefore, left with the question of which will win -- the alternatives or the solutions? More importantly, what is best for and most consistent with the values of this society? No answers are available as yet,

but, in the meantime, the question should not be viewed as unimportant. Neither should the trends be viewed as inconsequential or temporary. They are significant and they threaten the very existence of the common school as we have known it.

In modern society, education holds a central and strategic position in the system for allocating opportunities, status, and rewards. To the family of insight, nothing is of greater concern than the educational achievements of its children because they are the key to access much of what is considered as quality in life. Nothing else is so completely non-negotiable as the once-in-their-lifetime opportunity to have children educated and to have for them the trappings and artifacts of schooling.

It is against this background that the question of solutions versus alternatives has to be placed. Whenever conditions within the schools threaten educational opportunities, families face cruel choices. Pressed too far or too hard they increasingly disaffect and bail out. It is the more economically and socially privileged who can afford to depart. Also, it is the marginally privileged who aspire to do so and who most need subsidization to take advantage of alternative but costly schools. As the process of separation continues, the public schools more and more become residual institutions facing a disproportionate share of the more difficult teaching and organizational challenges. Almost unavoidably, data on achievement reflect the situation and add fuel to the

dialog over problems in the schools. It becomes clear that the schools under such circumstances are scarcely consistent with the chalk dust or the common school dream. Rather it is a nightmare too unacceptable to behold.

Nothing amongst our present array of social and economic problems is more important to the long-term well-being of this society than a successful and expeditious address to the question of how to alleviate the problems now being faced in so many schools.

What Happened to the Dream

The school as an institution and teaching as an occupation both originated in times where life was simpler and where institutions to meet the needs could therefore be simpler. The design fitted the times. Schools were extensions of the home and community. They rounded out the set of primary institutions needed to enculturate children and provide them with the tools of literacy. Home, school, church, and community acting solidly together made it possible for a primitive school with a selected but untrained teacher to provide a modest educational opportunity for those who wanted it. The "village" was homogeneous and relatively closed to the outside world and its influences. Under such conditions, its school could work.

Such a world was not for along, however. As the society developed, the culturally protective "walls" of the "village" were breached by ever-growing numbers of secondary institutions. People became highly mobile as transportation developed. Information and ideas flowed to all as radio, newspapers, television, motion pictures, and

people who travelled carried the ideas and the ways of the world into every nook and cranny. In this process, all of the village institutions were weakened and their functions changed. More and more, greater and greater burdens were placed on the school and on the teacher while the backup institutions of home, church, and community fell away. The process of erosion has persisted over generations while schools have persisted substantially unchanged right up to the present.

In some ways, it appears that the dream has not faded. It is shining brighter than ever. It was always the dream of at least some Americans that the educational system would enhance our lives and make us free. For many it did. For many it did not. From the beginning, the school with its restricted resources and limited freedom found that it served most effectively when the learners were compliant and fitted readily into the expected behavior modes. Pupils had to accommodate to school and teacher limitations. Those who could not had to be removed or effectively "sandbagged." Many were failed into discard. Others were excluded in various forms of cop-out, drop-out, and force-out. "Separate-but-equal" schools deprived a whole race and culture of its equal-access rights. Special education progressively became the means of removing many of the more challenging to the teachers' skills. For these many, the dream had no reality. In this second half of the twentieth century, however, the dream has been re-articulated in constitutional and legal terms. Courts and legislative enactments have forced the schools

to attempt to live the dream. In the attempt, however, they appear to have forced schools and teachers beyond their capacity. It may be no coincidence that the decline in test scores and in functional and school literacy appears to coincide roughly with the period during which the mandates have been in effect.

If the schools and teachers have been forced beyond their ability to meet public expectations and legal mandates, the solution has to be to improve the capacity of the schools and of teachers or to back down on the commitments. In the absence of either of these, the trend most certainly will be toward alternatives as indicated earlier. With such a development, the dream of equality of opportunity fades the more.

Folk wisdom speaks of the straw that breaks the camel's back. Future hindsight may tell us that the dramatic evidence of decline in schools achievement during the 1970's was a result of increasingly placing extra burdens on the schools, of loss of the backup support from the other primary institutions, and of failing to respond by strengthening the capacity of schools to meet the existing as well as the new challenges.

In Search Of A Profession

In any walk of life, seemingly unsurmountable problems call for extra effort, a change in approaches to the problems, or both. For far too long, the teacher has been expected to put forth the effort necessary to make the educational system work. Long overdue is serious attention

to the question of whether the teacher is being provided with the expertise needed to meet the challenges of the schools of the 1980's and the conditions of our times.

As our society has increased in its organizational and technological complexity, it has increased its need for knowledge and for expertise. Its response has been emphasis on research and development, on the one hand, and on education and training, on the other. In the process, the professions have emerged as one of the keys to effectiveness. Those professions that served technology and those that provide direct human services have come to be recognized as essential to the preservation and enhancement of the quality of life. Both the public and the private domains have thrown their efforts and resources into building the knowledge and skills base of the professions and into the programs of preparation for professionals.

Not so in education, however. For some unfathomable reason, there is general neglect of and disinterest in the study of learning, teaching, and the conditions necessary to instructional effectiveness. Teacher education has remained relatively unchanged over decades of time. It still is delivered in a small part of a bachelor's degree program, while other professions require five, six, seven, and more years of preparation. In the workplace, it is rewarded at little better than poverty levels. Enquire if you will of the proportion of teachers's children in large cities who are eligible for free or subsidized lunches.

Teacher education has been and persistently continues to be the Cinderella of the university campus, both in status and in resources. It receives by far the lowest level of support of any campus program whether academic or professional. (For confirmation of these assertions, see the October 1980 issue of Phi Delta Kappan.) It frequently is perceived and treated as being academic rather than professional and it is exploited and dominated by the academic units on many campuses.

We, in the education professions, who have been charged with direct responsibility for the process of formal schooling in our society, face an ever growing crisis. We simply are not preparing teachers for the roles and situations which they will face. Many of our graduates, out of frustration and despair, leave teaching after brief periods of service. Others are attracted away for less stressful employment and higher pay. Fewer and fewer are entering preparation programs and the indicators reveal that the teaching profession is losing out in the competition for talent. Contributing heavily to both the loss in numbers and in talent is the opening to women of opportunities in every occupation and workplace. In this development, the one protection we had for quality in teaching personnel has been swept away.

For a brief time during the 1970's, the profession and the schools were faced with massive surpluses of certified teachers. Already, however, forecasters are predicting imminent, serious shortages. In the meantime, teacher education has been cut back drastically on college

and university campuses and the proportion of students electing teacher education has dropped dramatically. Universities, themselves faced with serious resource reductions, will be in no position to respond to restoring their teacher education capacity let alone make the needed improvements.

We entered the 80's with two problems -- talent and training. Rapidly we are adding the problem of numbers. Without a sharp improvement in all three during the decade, the society and the profession stand to lose much of what has been their "chalk dust" dream.

Still standing in the way of the emergence of a profession of teaching is the persistence of the myth referred to earlier -- the one that asserts that "Teachers are born, not made." It has been repeated generation after generation and persists into the present. The residue of this myth threatens the very existence of public education in this land. It prevents the solution of problems and drives the society to its search for alternatives.

It is as incongruous to speak of born teachers as it is to speak of born engineers, born doctors, or born pharmacists. Personality and background notwithstanding, a teacher is complete as a professional only when possessed of the knowledge and skills which the profession has accreted over time out of its experience and its attempts to validate its understandings, beliefs, and practices. "Born teacher" is a cruel force advertently or inadvertently created to protect the village system and preserve it in its own image. For the world of the global

village, it serves to destroy the very institution which it is intended to serve.

The situation in the widespread public perception that teachers largely are born rather than professionally prepared is serious enough in itself. Unfortunately, it is made more serious by its carryover into the perceptions of teachers generally. Studies show that teachers attribute their abilities as teachers to learning from personal experience on the job. Perhaps, it is this that explains, at least in part, the inordinate delay on the part of the organized profession to turn its attention to and place its faith in its preparation programs and in developing the capacity of the profession through study and research. Until the profession recognizes that there is a substantial and rapidly emerging valid knowledge and skills base which all must master before being permitted to practice, there is little hope for schools. The more difficult the school situation, the more this is true.

The present system of schools in America is predicated on the assumption that teaching, at the very most, is a semi-profession. This is revealed in professional organization behavior, in teacher preparation, in the structure and management of schools, and in public and political rhetoric. The only chance to turn the situation around lies with us as professional educators. But time may be running out for us. Alternatives are rising in the public mind while the faith in professional solutions is slipping. Our great challenge is to put aside our divisive differences and our selfish interest in favor of a giant

leap into professionalism. Only trained and educated professional talent can solve the problems of our system of public education -- if anything can.

Professional Agenda For The 80's

Though it may take the rest of the century to build a reasonably well-validated knowledge and skills base for the profession (its "professional culture"), professionalism can be achieved in this decade. Teaching will have reached professional reality when:

1. The profession develops, recognizes, codifies, and holds all practitioners accountable for practicing in accordance with the available validated body of knowledge and repertoire of behaviors and skills.

2. The repertoire of knowledge, behaviors, and skills is taught to all inductees during a relatively extended program on a college or university campus.

3. Teachers understand professions, perceive themselves as professionals, identify with the profession, master the professional culture of teaching, and practice in accordance with it. Personal experience then becomes the last resort rather than the prime source of teacher behavior.

4. Teacher education is recognized as the preparation and development arm of the teaching profession, locating on a college or university campus of mutual advantage and convenience but primarily responsible for accomplishing the training and development processes of the profession and accountable to it.

5. Licensure, institutional accreditations, standards of performance and ethics, and requirements for continuing update are directly controlled by the organized profession.

6. The teacher recognizes that he/she is primarily acting in the service of the profession (to society) and only secondarily in the service of the particular workplace. The client or employer decides whether a professional may practice but the profession determines if and how.

7. The workplaces of a teacher are reorganized in line with the assumption that teachers are professional rather than rule-directed and supervised sub-professionals.

8. The public recognizes that the most effective teachers are both "born" and "made." That is, they possess the attributes needed by teachers and they have been educated and trained in the ways of their professions.

Nothing in the above should be permitted to lead to the inference that a claim to a hard science of teaching is being made. However much it may be needed and deserved, such is not the case. Much is known and much more is being learned about development, learning, teaching, strategies, and favorable learning settings and situations. But teaching as a profession is based on the soft rather than the hard sciences. Thus, findings have to be in terms of incomplete knowledge, of probabilities and complexities rather than certainties and simplicity. What is available and becoming available provides the teacher with a new repertoire which both supercedes and enhances the culturally and personally learned previous repertoire. Often what is offered is neither revelationary nor revolutionary. What is revolutionary is the switch from personal experience and culturally induced ways of learning for teachers to trust in a genuine professional culture of teaching. Once such a transformation of trust is accomplished, the profession will be on its way to its destiny. Only then will the future of schools be safeguarded.

Even as our society invested the folk wisdom of teachings being born rather than professionally directed,

so also did it invent linear rather than systemic modes of thought. Accordingly, most of us from older generations think linearly rather than in terms of the interactive principles of systems. Those of us who are linearly oriented will have a difficult time thinking about how changes such as those suggested will be effected. We will be hung up on which come before which in the fashion illustrated in the old rhyme which goes something like:

> The centipede was quite happy until the load fun said, "Pray Sir, which leg comes after which?" At which he fell distracted in the ditch, considering how to run.

Systems are composed of elements which are in dynamic interaction with each other. Change one and all others are affected. There is no ordinal relationship that determines the order of steps to be taken so long as we are conscious of interactions. Systemically, our approach is to conceptualize what we want and to intervene in the processes of interaction by changes in the elements. The more we can do simultaneously, the better the chances of reaching the goal.

Despite this, some elements are more critical than others. "Professional culture" is the sine qua non of professions. After that, possession of the body of knowledge and repertoire of behavior and skills follows closely. This leads to the early emphasis on acceptance of professionalism amongst all segments of the profession and to large scale efforts to upgrade the colleges of education and the professional culture of teaching. Without these, we are attempting to "lift ourselves by our own bootstraps."

Close behind or alongside is the need to bring organized teachers and teacher education into a teaching profession unity. Teacher education is the preparation and development arm of the profession. It has little identity or meaning except as it identifies with and serves its profession. Neither can it be effective except as it has a collaborative relationship with its profession and with the schools which represent the real world of the teachers.

For the 1980's, therefore, let us together seek to:

1. Identify, value, and transmit the professional culture of teaching to all who enter or inhabit the institution called the teaching profession and seek its uniform use.

2. Demand and support research and development activities related to the teaching profession at a level at or beyond those of the other professions. (Where is the Mothers' March for the Teaching Profession or the Jerry Lewis telethon for the rights of children to learn?)

3. Bring together the elements of the profession and achieve common objectives and actions; the organized profession and teacher education are the primary elements.

4. Upgrade teacher education and the teaching profession in both quality and quantity:

   a) Constitute teacher education as a professional school on the college or university campus and have it treated as such.

   b) Have Teacher Education exemplify what it explicates and become the living example of the best in educational conditions and instructional strategies to be found anywhere in the society.

   c) Require a minimum of five years of preparation plus an internship year.

   d) Grant degrees which represent professional education. To begin with a B.A. or B.S. for the academic preparation and a Master of Teaching for the professional will be appropriate;

eventually, a Doctor of Teaching (T.D.) corresponding to degrees in other professions will be warranted.

e) Have the organized profession, through a professional practices commission, assume responsibility for professional affairs including licensure, program accreditation, and professional practice and ethics.

f) Introduce common outcome expectations for teacher education programs and a common "board" examination for all graduates before licensure.

g) Raise accreditation standards for programs and admit to board exams only those who have graduated from accredited programs.

h) Insist on aptitude, literacy, and general education backgrounds for admission to teacher education.

i) Require each college/university to have a governance structure which recognizes the primarily professional nature of teacher education and which includes practitioners significantly.

j) Expect each institution offering teacher education to have a publicity available complete program plan which includes both theory and practice as well as the means for integrating them.

k) In matters of program delivery, require each professor to deliver what the integrated program calls for.

l) Build a program delivery faculty which includes qualified school-based practitioners along with campus-based faculty members.

m) For each institution, have a mechanism for collaboration between the college, the organized profession, and the schools planning and delivery of the preparation programs, in-service education, continuing education, and internships.

n) Seek to have professional education profess and represent before the society the rights of children, the need for open and equal access to the right to learn, and the inherent need in democracy for properly qualified teachers to have the right to

teach in accordance with their ethical and professional principles.

As progress is made in professionalizing teaching, there will need to be a gradual transformation and restructuring of the public school system. Out of the logic of earlier times and from accidents of history, the system for providing educational opportunity emerged. Time and change have rendered at least some of its features outdated, anachronistic, or just plain dysfunctional. The system made sense as it emerged and it served remarkably well. In the meantime, however, its original assumptions have become untenable. It represents a distant past when the society was rural and its institutions primary. The passage of time has shifted the society from rual to urban and metropolitan, the dominant institutions from primary to secondary, and the mode of life from place-related to mobile and transient. The society has, in the metaphor of McLuhan, shifted from village to global village.

Schools and teachers have come through these developments with a remarkable persistence in the ways of the past, a persistence that becomes increasingly untenable. Solutions to the problems of schools will not be found if these conditions persist. The alternatives are available within the schools and the profession. If they are found in time, alternatives to the schools will not be the resort of our society. Otherwise, they will.

Some needed and probable changes include:

1. Acceptance of teachers as genuinely professional and capable of the kinds of decision-making and interventions of teaching

and learning similar to those found in other professions or areas.

2. Redevelopment of most of the administrative and management system of schools so that those who manage are professional managers with responsibility for enabling teachers to perform effectively as the professional educators.

3. Redesign of the school away from the classroom unit pattern into larger student groupings with collaborative teams of teachers, specialists, and aides. In such a pattern, teachers will be the decision-making group, specialists will provide expert consultative services, and aides will assist in the instructional processes under rule direction from the teachers.

4. Salary levels suited to the level of preparation and responsibility.

5. Collaborative and interactive processes among the professionals as they plan, design, and deliver instructional services.

In the Interests of Clarity

Nothing in the foregoing remarks on the strengthening of the role and the professional capacity of the teacher should be construed as challenging the right of the public to determine the kind of education that children and youth should have. Neither is there any intent to disparage private education or those who opt to avail themselves of it.

All that is asked for is that we not allow the "dream," the uniquely American Dream, to fade because of weaknesses in the public system which could be corrected. No great social experiment should be allowed to fail because of neglect or because of a fatal folk wisdom such as the one that teachers are "born" with the attributes of completely competent teachers and that professional preparation similar to that of other professions is neither

necessary nor desirable. That myth has brought the public schools to the brink of disaster in many communities. At the same time, it has forced school patrons to seek alternatives for their own children and to give up on solutions within the public system.

The education of children belongs to the public and in our society the right to participate in the private system also is guaranteed. In every state, there are mechanisms for state and local exercise of responsibility. Schools themselves, curricula, textbooks, testing, promotion policies, and a host of other decisions are in the public domain. All that is as it should be.

The tragedy is that the destiny of the teaching profession has continued under the same control bodies. By their very nature, professions cannot be instruments of the workplace, serving under their control and direction. Given the definition of social purposes and intent, professions have to be free to perfect their capacity to serve. Teaching, to a greater extent than any other potential profession, has been constrained and controlled by state and local agencies of government. It has not been permitted or expected to mature and to develop the professional expertise needed to achieve the purposes of the public curriculum.

Could any of us conceive of a society holding back the doctors in their pursuit of medical science and in their ability to transmit their professional culture to their inductees? Who tried to stop the lawyers and the optometrists when they sought to improve the levels of

their service to society by making their training more rigorous and extensive? Who denied them the right to grant doctors degrees to all who completed their extended programs? Who dared to assert that doctors, lawyers, and optometrists were born, not made? And who would want their services if they were?

The public quite properly provides the institutions called schools, whether public or private. The society quite properly provides a profession of teaching to do with maximum skill and efectiveness what is called for by the school. Teachers provide means, trained and skilled means, in accordance with the state of the art of their profession. Teacher education provides the preparation of teachers under the control and direction of the profession which properly is accountable to the society as a whole and not its political or parochial subdivision. The system is logical and, when properly implemented, it works. When implemented illogically or by accidents of history, it is almost certain to fail. The need at this time is to rationalize the system.

One further point deserved to be made. Teachers cannot be neutral in all matters of local curriculum and schooling. As members of their profession, they have the obligation to speak for education and the right to learn. They can and they must negotiate with the public and its representatives for the conditions most favorable to learning and to the effective human condition. They cannot decide on issues of public substance any more than doctors can decide whether abortions are legal or lawyers can

decide on what is a crime, who is innocent or guilty, or what the punishment for guilt should be.

With clear conceptions of role and purpose, it still is not too late to redefine and redesign our system and make it work. It is our unique function as professionals in education to provide the leadership and insights needed.

Conclusion

Implicit in the discourse on solutions and alternatives is a sense of urgency. No system is likely to survive and recover from a long decline and deterioration. This is particularly true when the system itself has inherent flaws. In the view of this observer, a public and societal tragedy is in the making. Only prompt and decisive action is likely to avert it.

In its lowly and troubled state, the teaching profession needs a transfusion everywhere there is indication of teacher stress and burnout. Enrollments in teacher education have dropped to a fraction of their earlier level. Quality indicators show a dramatic lowering of standards of admission and graduation. A severe shortage of teachers already is upon us and threatening to become catastrophic. Once again, the probable and already visible response will be lowered standards and emergency certificates. This time, however, there is no simple school and no ready supply of untapped general talent; the women so readily available earlier already have been drawn into the work force in other fields not previously available to them. Nothing short of an elevated and

properly rewarded -- both intrinsic and entrinsic -- teaching profession can meet the need.

"Chalk Dust Dreams" are pleasant memories and "born teachers" an unserviceable myth. It is for the society to realize that time and change have created whole new sets of conditions and needs.

There never has been such a challenge to those of us who believe and care. Let us not go down in history with Hamlet, with Quisling, or with Nero.

WANTED: A SERVICE COMPONENT IN PUBLIC EDUCATION

Tod Anton

Our education profession has shifted its emphasis from the art and science of teaching to the learning process. It is not what we plan, not what we deliver that counts. We are interested in how we set the table, but the pay-off is on what the student learns. Our shift has been to student outcomes.

We know we are teaching better than ever before. We have much better equipment. Our research back-up is more vast and sophisticated than ever. We work with large groups and small groups. We use volunteer aides and paraprofessionals. We have diagnostic instruments and great banks of lesson activities to meet prescriptions.

We have refined our compensatory education programs. Our special education offerings are greater than ever, especially now with the infusion of federal funds from Public Law 92-142. We have specialists working in the fields of bilingual education, education for the mentally able, alternative programs at all levels, and, here in California, school improvement programs. Yet, we are in an overload shock situation as we are unable to adequately explain why scholastic achievement test scores are dropping and why the national assessment scores are dropping for the seventeen-year-old cohort.

Tod Anton is Superintendent of the Lincoln Unified School District in Stockton, California.

We continue to grope for solutions to recurring problems of school absenteeism, violence, and apparent lack of basic skills attainment. Incidents of student discipline breakdown on campuses and in classrooms are too frequently reported in the press. Teachers seem to be a beleaguered, if not endangered, species, enrolling in courses on relieving stress and teacher burnout. A wave of minimum competency mandates have swept through our state legislatures. Accountability for mastery is demanded. These great concerns in public education are a reflection of a national malaise.

Our citizens are staggered by the twin economic problems of inflation and high unemployment. We are embarrassed by the falling productivity of our once industrial giant. We have seen the industrial power of once-fallen nations, Japan and Germany, become the world-wide standard. Korea, Taiwan, and Hong Kong have pre-empted former American markets with high-technology, quality goods. American firms have moved plants south of the border to remain competitive. National leaders have called for the "reindustrialization" of the United States.

Our nation has become energy-dependent. This has happened in a country that prospered with seemingly unending petroleum resources in Oklahoma, Louisiana, Texas, and California. This has happened in a nation that built the engineering marvels of the Grand Coulee Dam, Hoover Dam, and Tennessee Valley Authority. This has happened in a nation that solved the mystery of the atom and once had a monopoly on nuclear power. This happened in a nation that

appears to have unending coal resources. We have swelled with national pride in our accomplishment of having Americans on the moon; we are bewildered as to why our technology has not economically harnessed such resources as solar, tidal, wind, and geothermal energy. We see ourselves importing energy at a cost of 80 billion dollars per year.

We see more of our citizens receiving welfare benefits from the state. We are generous in our support of the aged, the infirm, the handicapped, and to children in homes with inadequate means. Most of these programs have wide-spread citizen support. However, the American public is aroused over welfare programs that seem to make it more profitable for someone not to work than to work. The public seems to support vocational training programs to help people become self-sufficient, but becomes incensed over training programs that seem to have no end or no accountability. We want to have a healthy America, but citizens are indignant over what appears to be unlimited care for the indigent while the middle-class taxpayer is squeezed by spiraling medical and hospital costs.

We find presidential candidates being acclaimed for their promises to trim the bureaucracy and, after being elected, be seemingly impotent to do anything about it. It is understandable that the American public is losing confidence in education. Education is the chief instrument that a state has to structure and focus its direction and efforts. In most states, education is the largest bureaucratic enterprise, the largest single item in the

state budget. Education has the largest number of professional employees in government. Of course, education has to assume a share of the blame.

We have tried to do too much for people. We have tried to do too much to people. We have failed to understand a basic concept in human growth and responsibility: <u>You cannot help someone who does not have the opportunity to help you back</u>. Our foreign aid program signals clear evidence to this concept. Massive grants from a rich, highly developed nation to a dependent, emerging nation are seldom effective. When we provide things that we "know are right," we encounter failure. Gifts from a benevolent giant evoke resentment as much as gratitude. Many times our gifts have been diverted from the priority needs of the people to special projects and comforts of the rulers.

We wonder how it happens when nations whom we have endowed with tens of millions of dollars appear to reject American society, culture, and people. We failed to consider the words of the ancient Greek philosophers who noted that man becomes ashamed to have a service not reciprocated done to him. To bestow a favor upon another evokes a feeling of pride. To receive an unreciprocated favor from another evokes a feeling of subordination.

We have seen some exceptions. There are examples of training programs resulting in turnkey operation that seem to work. We see that humanitarian responses in emergency situations are marked with genuine appreciation. We have been slow to recognize the truth in the

silk-screened wall hanging that appears in so many offices:

> Give a man a fish and he will be free from hunger for a week.
> Teach a man to fish and he will be free from hunger forever.

There is a message in that for educators. Our true success resides in a demonstration of competence, in the application of learning, in the creative responses, in the manifested ability of the learner to teach another. We must strive to help the students become independent. We need to help them stand alone so successfully that they will be able to reach out and pull a friend along.

We must honor, positively reinforce, examples of the traditional work ethic. We need to find ways to demonstrate that the striving for material goods is not our chief purpose. We must overcome the rampant "look out for old No. 1" philosophy. We need to counter-attack against the me-oriented generation. We can all see examples regarding the selfishness of people and the failure of handouts. Just compare the care and appearance of a federal housing project to a privately-financed condominium development in your community. Recently in our community, the Stockton City Council has been debating whether or not to rehabilitate a government-owned housing project that has deteriorated into an environment of decay, litter, crime, and abuse. Newspaper stories quoted residents who had given up gardening, fixing, and painting because of the general milieu of neglect and irresponsibility. People need to feel pride in acquiring possessions through their toils. When everything belongs to a remote government, to

"them," nobody seems to take care of anything.

Observe how people on welfare are not too eager to serve in low paying jobs; many would rather sit home for approximately the same amount of welfare money. Trade unions freely admit that their drive is to secure more salary for fewer hours of work. This emphasis restricts productivity and quality often drops, too. Many high school students, especially seniors, are refraining from enrolling in challenging mathematics, science, and foreign language courses, taking reduced loads, in order to be able to "kick back" and pleasure themselves.

Seeking instant gratification is more often the rule. Deferred gratification is a mature trait; our society seems to be becoming less mature. Civilization runs in cycles. Materialism and dependence will eventually shift to service and independence. We, in the schools, can take action to accelerate the cycling process. We should establish a service component in high school graduation requirements. Students should be required to render service in their community. The equivalent of a year's high school course would be appropriate. Students could select serving as a teacher aide, tutor, nurse's assistant, recreation worker, or senior-citizen-home attendant. Students could work for the environmental agencies in forest service, flood control, and landscaping. Students could serve in community agencies, such as the United Way, Chamber of Commerce, and YMCA. Students could participate in community beautification projects and anti-litter campaigns. Students would acquire beneficial experience as

well as feeling true citizenship by contributing to community operation and betterment.

The idea of service cannot start too early. We can begin in kindergarten and first grade with classroom "helping hands" responsibilities, responsibility for clean-up, and observance of safety and courtesy standards.

Students at all grade levels can be utilized in tutoring other students. This has proven successful with able students, remedial students, special education students, and special interest students. Teaching a skill or concept to another requires analysis and organization, usually enhancing the working knowledge of the tutor. Helping another learn nourishes our feelings of adequacy. Our self-concept soars as we feel adequate, accomplished, contributory, essential. Our potential expands, our productivity increases, our health and happiness are enhanced.

We can assign students to be official hosts for the school, greeting visitors and showing them around the campus. The hosts can receive training, maybe even special badges or uniforms. New students to the school can be assigned a "school brother" or "school sister" to explain school routines, introduce them to new friends, allay their fears. We can train students to become peer counselors, assisting in a resolution of conflict situations.

Let us offer students the opportunity to entertain the elderly, the young, the infirm. Music and drama groups can go out into the community bringing enrichment and joy.

Students can invest their artistic talents in school beautification. They can create murals, develop environmental centers, and make furniture and equipment for their school. Students can also do such simple tasks as weeding flower beds, cleaning up the grounds, and painting school walls. Somewhere schools have picked up the idea that it is improper to ask students to contribute to the maintenance of their school. It may be wrong to require it, but it would be wrong not to encourage such action. Students should be involved in establishing and maintaining classroom environment, including temporary displays that go with units of work and more permanent displays of Hall of Fame portraits and class history collages.

Our students can participate in many helping projects, charity drives. Sometimes, we look upon these activities as an imposition in the learning day. Instead, we should see them as an opportunity for students to learn how they can help others, make an impact for mankind. Collecting money for muscular dystrophy, having read-a-thons for multiple sclerosis, collecting canned goods for less fortunate families, collecting paper for recycling, and other projects can promote the feeling of satisfaction from service if the students see how their commitment and investment helps another.

We need to recognize accomplishment in serving others. We should have awards for service, as we do for scholastic achievement, excellence in music, championships in athletics. We can provide recognition paraphernalia, such as badges, hats, and windbreakers which can be worn

with pride. We should have a "service to school and community" component on the elementary school report card.

Teachers and parents can work together in helping students understand that homework assignments extend their learning, enlarging capacity for growth and service. We can make assignments where students would observe and interview adults engaged in service to the community. We can study how scout groups do good deeds and render service to individuals and the community. We see service clubs, such as Rotary, Lions, and Kiwanis, develop parks, provide eyeglasses to the needy, help crippled children, provide scholarships, and contribute to youth activities. We can study how religious groups have sent out people in medical service units to improve health in underdeveloped areas. We can study the lives of Jane Addams, Margaret Sangser, Albert Schweitzer, and Father Flanagan.

We should infuse the concepts of work, responsibility, and service in all areas of our curriculum. We can stress learning so as to enlarge our ability to work more effectively, expand our responsibilities, and render greater service. Human beings are creatures of habit. Why not practice and reinforce the joys of service.

We need to make it more enjoyable to grow than to atrophy. We want our students to feel better after helping another than after receiving a favor. We want students to feel the pride in doing their best rather than being satisfied with just getting by.

Yes, there is an essential place for the learning of "manners and morals" in the public schools.

That does not mean we give up any freedom or the right to "do our own thing." It does mean, however, that we have to earn the right of freedom, qualify for individual choice.

In the creed of one of our major service organizations, the Jaycees, the final sentence reads: "Service to Humanity is the Best Work of Life." Service should be a top priority goal for the public schools in the 80's. Will a service-oriented educational experience make the necessary course corrections in our national spirit, direction, ethics, and production? Can we have a new "manifest destiny" of a citizenry committed to industry, creativity, productivity, and concern for each other. If we can, education is a good place to start.

OLD IDEAS, CRISIS, AND CHANGE IN SPECIAL EDUCATION*

Hugh J. McBride

Introduction

Special Education, during the last twenty years in the United States, has experienced more change and subsequent dissonance than it experienced from the time of Itard and Seguin. For many years, children with handicaps were falling through the cracks of the educational matrix and, therefore, were left unserved in the regular classroom. A system of self-contained classes, which espoused a cradle-to-the-grave philosophy, was created to serve the educational needs of these children.

Professionals from regular education became ardent servants of handicapped children. Bright, ambitious, caring, new teachers entered this emerging and dynamic new career track. Services expanded to the unserved in the community and to those in residential schools. We became engaged in diagnostic prescription teaching, analysis of learning styles and skills, curriculum revision and development, and pre-vocational training. Articles appeared in the professional journals describing the esteem in which we were held by our

---

*This is the modified text of the keynote address presented at the Annual Anglo-American Special Education Conference delivered in London on July 15, 1980. This was published originally in the Journal for Special Educators, January, 1981. Permission to reprint was granted by the author. Research for the address was done conjointly with Thomas Walsh, Management Consultant, Tarkenton, Inc., Atlanta, Georgia. Hugh McBride is Professor and Chairperson of the Department of Special Education at the University of the Pacific, Stockton, CA.

associates in the regular classroom. I was part of that movement -- I was proud to be who and what I was.

There is, in the Western World, a great pastime, a preoccupation, one which may best be described as clairvoyance or crystal-ball gazing. For their part, Americans seek out every opportunity for conjuring up opinions and reporting on possible futures, especially those of us in education. In the United States, the passage of Public Law 94-142, the federal law which mandated equal education for the handicapped, and the recent development of the Department of Education, with the newly-created Office of Special Education and Rehabilitative Services, has only served to add to the considerable speculation about the future of special education in America. Recent developments, here in Great Britain, demonstrate that the British must ponder the same question, must speculate on the same sets of answers, and weigh the results of those decisions effecting special education in this great nation.

I come before you today without a crystal ball or tarot cards. I am neither a prophet of sunshine nor gloom. I bring you my persuasion on the state of our profession based on my experience as a professor and practioner.

In the course of this address, I will attempt to synthesize areas which are of paramount importance to the future of our field. The format for this analysis will contain:

1. A brief historical perspective of the special education system;

2. A detailed examination of the cognitive rationale for setting aside the special education system of the past; and the affective consequences of that decision on the field; and

3. Recommendation for the creation of a future system which is reliable and supportive.

The topic is CHANGE. I am speaking of change as more than just the alteration in something. As defined by Miles:

> Change is that which is willed rather than natural, planned rather than haphazard, and specific rather than general.[1]

With that definition in mind, let us proceed to the examination of the changes which have precipitated our history and which will develop our future.

The Historical Perspective

The historical perspective of our special education system, for purposes of this paper, need not begin with the era of Seguin and Itard. Rather, in my opinion, our history begins with the period when special educators were portrayed as being wrong for engaging in those educational practices which they had been led to believe were appropriate. Historically, the efficacy of the movement was challenged from within and without during this latter period.

Externally, to the system, case law was established in the courts of the United States that has had a significant impact on the entire field of special education. In 1967, case findings established that tracking systems were illegal, which implied that self-contained classes were illegal.[2] In February of 1979, testing was

---

[1]Matthew B. Miles, "Planned Change and Organizational Health," in M. B. Miles, ed., Innovation in Education (New York: Teachers College Press, 1964).

[2]Hobson v. Hansen, 269 F. Supp. 40, 1967.

challenged in the placement of Mexican-American students.[3] In the same year, the Stewart versus Phillips case, precipitated the most far-reaching revisions of current testing practices. The plaintiffs in this latter case not only challenged the bias of the instrument with respect to the black culture, but also the impact of poverty on such results.

Ross, in 1970, provided a four-point summary of the arguments which were leveled by the courts at the placement and teaching procedures in special education.

> 1. The criteria for placement did not measure adequately the educational potential of the public school child. In this allegation, the courts challenged the I.Q. test and the procedures for standardization.
>
> 2. The administration of tests was performed inadequately. Interestingly, the courts alleged that if testing devices were developed which took into consideration the language, poverty level, and cultural background of the children, the results would still be questionable as the public school officials charged with responsibility for testing were not competent in the administration or interpretation of the results.
>
> 3. The levels of special education training were inadequate. The allegation stated that once in a special education class, the child would never leave it. It was further alleged that this was the result of improper instruction by teachers who were inadequately prepared for the job.
>
> 4. The personal harm created by improper placement was irreparable. Here it was alleged that once the child is labeled, the label remains permanently affixed to the individual and the self-fulfilling prophecy becomes a reality.[4]

---

[3]Diana v. State Board of Education, Civi. Action No. C-70, 37 RFP 1970.

[4]S. L. Ross, "Confrontation: Special Education Placement and the Law," Exceptional Children, Vol. 38, no. 1 (September, 1971).

Externally, Special Educators who had been in the system for any period of time were confronted with a description of their world which was established not by educational practice, but by these court cases. They were told that chidren had been placed in special eduation classes based on inadequate testing procedures, performed by people who were incompetent. Furthermore, once placed, the child would remain there forever, since the teacher was not sufficiently competent to provide the child the skills necessary for functioning in the regular class. Additionally, the harm done to the child by special class placement was irreparable.

It was not, however, only court cases which influenced the historical perspective of special education. For many years we regarded service for the severely handicapped as the domain of medically-oriented practitioners. As we advanced in our views of the dimension of education, attempts were made to provide instructional programming based on a medical model, but staffed by educators. The centers of the United States continued to address such areas as feeding, dressing, language, and academics from a passive position. That is, the role expectation of staff was seen as that of custodian or caretaker. We did not really expect children to learn, for we looked at their behavior as being an inherent feature of their handicap, as though the pathology of brain damage was generating the noxious behaviors with which many of us had become so well acquainted.

It was during this period that behavioral technology and a new view of the capacity of the handicapped were introduced to the field. Attempts to modify the position of those who worked in special education were undertaken. It was believed that given concentrated programs, errorless learning techniques, and behavioral procedures that acted on the individual learner or modified the envioronment, that the functioning levels of the handicapped could be vastly improved.

Administrators and professors told teachers, attendants, and paraprofessionals that what they had been doing previously under the medical model was wrong, that appropriate educational procedures based on assessment must be provided and that staff members must engage in programming and would be held accountable.

We failed to remember that many of these staff members were marching to a different drummer. Their experience with the handicapped told them that these children would not, nay, could not, change. Administrators attempted to provide in-service using "so-called experts." My personal experience showed me that such programs were futile. Futile because:

1. Staff members would invalidate the statements and techniques described by the in-service trainer.

2. The staff member's history and philosophy of special education would not allow them to accept the new model.

3. In those cases where staff did acquire new this acquisition was not acknowledged or subsequently reinforced by the management and, therefore, lost.

Consequently, consider the frame of reference created by these external and internal allegations, and the difficulty encountered by special educators in interfacing with it. All along they believed that they were doing the right things for the right reasons, only to find that they were being told by the courts in our literature that it was not so. Their practice was, indeed, in error.

Currently, recent statutes in Great Britain and the United States are requiring special educators to change. The dynamics of resistance to the change will now be examined.

Resistance to Change

Definition. The opposition offered by one person to the orders, suggestions, or actions of another may be defined as resistance. In education, the resistance is directed against active participation, against the changing process with which we are all confronted. The primary cause of resistance to current change is, in my view, the stress caused by the need to refine or redefine our purpose, and the lack of reinforcement for our new position.

If one were to slip unobtrusively into a typical classroom in which a teacher or professor was lecturing, the evidence of resistance would take different forms. Many students would be steadfastly taking notes, but when questioned, some would reveal that they had been recording mechanically, their thought processes partly engaged in mild fantasy. Others would be doodling in their notebooks. It would be erroneous to decide that the void was entirely the professors; for even in the classes of the most gifted

lecturers and teachers, students of this type are found. It is personally costly and professionally destructive for a professor to assume the burden of guilt when such behavior is discovered; for while instructors may contribute to the perpetuation of resistance (that is, own the problem), the roots of it will be found in various psychological and education factors.

Incidence. It is difficult to appraise the extent to which resistance to change pervades our educational systems per se. Underachievement, as a function of resistance, would probably yield estimates as high as 75 percent. Considering the numbers of children who enter the schools already disadvantaged for learning, the estimate is not surprising. The incidence is not restricted to such groups, however, for even in the highly select colleges in our countries, where students must meet the most rigorous standards for admission, underachievement, resistance, and withdrawal are very much a problem.

Underachievement is defined as school performance poorer than that predicted on the basis of an aptitude measurement, usually an IQ test. For example, a child whose IQ is 120 and whose grades are mediocre is labelled an "underachiever."

Underachievement or the loss of incentive to maximize their personal and professional resources is a serious problem among teachers as well. The concept or notion of under-achievement, low motivation, or underutilization of skills is open to serious question because it implies that the cause lies within the child or the teacher rather than having

social origins, which is frequently the case. Furthermore, there is the gratuitous assumption that current learning ability represents the capacity of the individual, whereas many children who appear to be functioning satisfactorily would be more able students were they to be given remedial help, or were their life circumstances to be altered significantly. Teachers would maximize their capacities when provided the reinforcement and acknowledgement that maintain many of us in a proactive stance.

Theories of Resistance. Why do individuals -- students of all ages including teachers as learners -- resist in this seemingly irrational and self-destructive way? A consideration of some theories proposed by several psychoanalysts and psychologists may be helpful by way of explanation. In the psychoanalytic theory of Otto Rank[5], the will of the individual has a central position; will is a necessary development of the human organism. The child is at one with his mother through birth. Individuality emerges only through separation from the mother, creating two distinct beings. This is the process of differentiation, and it must be completed successfully if the child and the parent are to become individuals in their own right. Children and later, especially, adolescents feel it necessary to assert themselves in a negative way against the parent in order to define their personal selves. Note that the child fights or rebels not to hurt his parents, but to obtain definition of the self.

---

[5]Otto Rank, Will Therapy and Truth and Reality (New York: Alfred Knopf, 1945).

A clash of wills emerges, the parent's will and the child's counter-will. Because the child is bound to his parents by dependence, love, gratitude, and identification, the counter-will of the child arouses his guilt. If the conflict is not resolved at home, the clash of wills is carried over to other interpersonal relations (e.g., with teachers), and along with it, the guilt. As long as the counter-will is unresolved, and the individual does not feel separateness, he is incapable of closeness with others. How does a child resolve it? By having parents who love and accept him as a separate person, an individual.

Resistance in psychoanalysis and psychotherapy is regarded as an inescapable aspect of the psychotherapeutic process. Having lived most of the years of our lives denying some part of our experience because it is too painful to face, we are hardly more willing to confront it in the presence of a therapist. Horney stated that resistance is a collective term for all of the forces within the patient that operate to maintain the status quo[6]. The person's thoughts read like this:

> There is safety in things as they are, and I don't want to change them. Hence, I don't really want to know my thoughts, and I don't want to be introduced to new ideas. I don't want to discover that I am hostile, that I have prejudices against certain groups of people, or that the way I interpret behaviors in my classroom is frequently irrational. And so I will resist your attempt to get me to look at the truth about myself or about my teaching.

More directly relevant to the situation in modern special education is the formulation suggested by Combs and

---

[6]L. Horney, Our Inner Conflicts (New York: Norton, 1945).

Snyggy[7]. People resist change when new ideas conflict with the percentions they already have of themselves or of their world. In fact, in order to maintain our self-concepts, which these authors describe as "the fundamental need," we ignore aspects of our experience which conflict with this concept and select perceptions which tend to confirm it. And so we find that individuals are understandably reluctant to recognize negative attributes about themselves (e. g., that as principals or teachers, they are autocratic, rigid, or flexible). Such a reaction is not a conscious or deliberate one.

Resistance is not part of "human nature." It is not inevitable nor is it immutable. An excellent example of an individual's changed attitude toward an activity is given by Torrance[8], as he described his personal experience in the army during World War II. During basic training, he could not march in step. In technical school some months later, however, when his buddies were men of similiar background, interests, and experience, he had no difficulty marching. Satisfactory performance in this intellectually trivial activity was acceptable to soldiers with whom he felt kinship and whose respect he desired; now he could accept it as part of him and he had no further need to resist.

Torrance pointed out that resistance to change is not equivalent to lack of motivation. Surely, he himself had not

---

[7]A. Combs and D. Snyggy, Individual Behavior (New York: Harper and Row, 1959).

[8]Paul Torrance, "The Phenomenon of Resistance in Learning," Social Psychology, Vol. 45, No. 4 (October, 1950).

appreciated being the awkward soldier any more than a resistant teacher likes being marked as recalcitrant or inflexible. All teachers, even the most resistant, really want to teach and to succeed; or at least, as one teacher said with strong feeling, "I want to want to teach something. I want the children to learn something well."

Understanding of maladaptive behavior, and for our purposes, let us consider resistance, as maladaptive behavior, is a prerequisite to the use of proper measures for its correction. "Traditionally," Torrance wrote, "the educator or administrator has looked upon resistance moralistically, as a kind of evil spirit which must be exorcised by stern discipline, flogging, and other means of punishment."[9] Those who recognize it as something other than orneriness or defiance of authority, who see beneath the symptoms and develop a theory about resistance, are prepared to use something other than caning or its verbal equivalent.

To the late Prescott Lecky[10], resistance was a normal and necessary aspect of learning and living. How else, he asked, can a person maintain a unified organization? New ideas must be harmonized with old ones that are part of the ideology of an individual. Conceptions that are difficult to assimilate must be resisted. If I have come to think of myself as a kind person, how can I accept your interpretation of my behavior as hostile? Or, if I think of myself as an

---

[9]Ibid.

[10]Prescott Lecky, Self Consistency: A Theory of Personality (New York: Island Press, 1945).

evil person, what can I do but reject a different evaluation of myself? I must reject your favorable evaluation and even question your intelligence or honesty. Likewise, when I have learned through 12 years of school that my country has had a well-nigh angelic history, how can I face up to certain facts I learned in college? Or when I am a member of the only true religion, or the only chosen people's religion, how can I possibly accept some facts or alleged facts about the possible unfairness, prejudice, etc., of my own group? If my idea is that real learning means I pour facts into the minds of my pupils, how can I accept the notion that, for real learning, these facts must become meaningful and acceptable to them, until they can harmonize with my other conceptions, or until some of the other conception are changed?

After reflecting on our recent history, and analyzing the concept of resistence to change as a phenomenon, I offer my recommendations for the future of a special education program that is reliable and supportive, and which facilitates growth through active involvement in the change process.

Recommendations

Governmental Interpretation. The Federal Government of the United States and the Parliament of Great Britain have each made a commitment to the education of the handicapped. The concept of "free, appropriate public education" reiterates those concepts of justice and educational opportunity which both nations protect jealously. Unfortunately, the implementation of these mandates has been difficult to carry out because of problems in interpretation. It is my contention

that we have been concerned more with the "word of the law" rather than "the spirit of the law."

I suggest that the national governments of the United States and Great Britain clearly define the specifics of interpretation for the governmental agencies that must actualize the mandates. As one who works closely with the Office of Special Education and Rehabilitative Services for the United States, I am keenly aware of the shortcomings in program implementation. I am convinced equally that national commitments can be facilitated amiably, equally and appropriately, but only through the participation and involvement of those professionals charged with responsibility for carrying out those commitments.

It is my recommendation that the concentration of our efforts not merely address the concept of "change," but also the "change agents. Both our nations need to educate, inform, and train those most valuable practitioners who serve as the front line in our battle to win the war against the inappropriate handling of our special handicapped populations.

Encourage Local Support and Community Alliance. Not only are our laws only as good as those who make them, but, alas, only as good as those who must carry them out. With acknowledged confusion over implementation, sound support systems must be established. We expect far too much from the special education professionals, in the absence of the tools and resources to do the job adequately.

I suggest that clear-cut contractual agreements be established to accommodate local participation in our special education programs. The probability of change in attitudes

and behavior is increased when explicit public commitment to that change is obtained through a direct and open negotiation process[11]. From my experience as a grantsman, programs succeed only if they have the proper support from the society which they serve. We have asked the teachers and practitioners in our respective nations to buy a bill of goods without allowing them to participate in the market place. Such a philosophy creates a posture of what I refer to as "positioning" -- the refusal to move from a point of view. It is interesting to note that such positioning must have been foreseen in the development of the current laws governing special education, for due process procedures were established to provide resolution to the anticipated resistance and conflict.

Development of Viable Training Methods. As a professor in two major universities in the United States, I have spent the last eight years of my professional life in the hallowed halls of academia. I am, therefore, fully aware of the limitations in our professional preparation of future special educators and strongly encourage the development and acceptance of a new training model.

Be it Oxford or Harvard, Cambridge or Yale, we have adhered far too long to "schools of thought" versus "schools of thinking." We will remain unable to define new purposes for our students if we remain locked into role definitions previously prescribed by the academy. If we, as educators,

---

[11]V. L. Allen, "Situational Factors in Conformity," in L. Berkowritz, ed., The Handbook of Social Psychology, Vol. II (New York: Academic Press, 1965).

are only willing to "tell" our students, but not "show" them how to implement techniques for working with the handicapped, then we are engaged in half measures which will avail us nothing. We can no longer require students to engage in practices to bring about "child change" if we cannot demonstrate ourselves that the technique is viable with specific children. Referring to the research literature will not develop operational teaching skills in our students. If we are unwilling to venture into demonstration to provide a model, we cannot expect our students to be risk takers and open to change when they, in their turn, enter the field.

Encourage a Unified Profession. Successful acquisition of skills is accomplished only when our purposes in the profession are clearly defined. When we are clear on purposes and have demonstrable skills, then we will be seen as providers of an indispensable service. "Cooperation" versus "competition" must be the key theme if we are going to propel the profession forward in the 1980's and truly produce results. We can no longer remain divided. We must develop a new sensitivity, awareness, and commitment to the cooperation effort required for significant improvement.

We must set high standards and goals for our profession and strive to achieve them. We have the responsibility to expect nothing less than total professional commitment from all nations in confronting those issues in special education which still plague us. I endorse wholeheartedly international conferences of this type as the means to facilitate such goals.

Define Expectations to Recognize Limitations. I have recommended sweeping reforms on the national and local levels. I have encouraged the development and acceptance of new teacher training methods. I have called for the unification of a divided profession. Special Education in our nations will not be improved simply by reform, court orders, legislative mandate, or local governmental decision, but by individuals making a commitment to excellence.

We must refuse steadfastly to invalidate individuals simply because they do not know. Not knowing is a place in time, not a permanent position. All too often, I have had to confront colleagues for instilling fear in students and practitioners -- fear to question, fear to change, fear to grow.

The decade of the 1980's provides overwhelming challenge for those of us who have chosen Special Education as a career. The problems are complex but we possess the abilities to discover the solutions. An essential prerequisite to this discovery is our willingness to shed the cocoon of complacency and develop conviction and courage.

The only sense that is common, in the long run, is the sense of change, but we instinctively avoid it, said E. G. White. As Henry Thoreau stated, "If one advances confidently in the direction of his dreams, and endeavors to live the life which he has imagined, he will meet with a success unexpected in common hours."